

LAW ENFORCEMENT NEWS

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EVIDENCE CONTROVERSY PROMPTS RE-OPENING OF RFK MURDER CASE

By JOSEPH PETERSON

Despite Sirhan B. Sirhan's conviction for the first-degree murder of Senator Robert F. Kennedy seven years ago, there have remained doubts in the minds of some individuals involved in the case whether Sirhan indeed acted alone. The Los Angeles County board of supervisors has now voted unanimously to have the county counsel participate in a new look at the physical evidence in order to resolve a controversy generated by private investigators who have challenged the prosecution's official version of the assassination.

While there are always those who are eager to advance conspiratorial theories in the wake of political assassinations, support for the possibility that Sirhan did not act alone was first presented in a movie, *The Second Gun*, made by Theodore Chachah in 1970. This film raised a number of questions about the interpretation of the physical evidence recovered from the scene of the shooting of Ken-

neddy. Two of the most perplexing discrepancies center upon the distance at which the gun was fired which killed Kennedy and inconsistencies in ballistics evidence which seem to show that all the bullets could not have come from Sirhan's gun alone.

The medical autopsy findings showed that Kennedy was shot three times at point blank range. He died from a bullet wound in the head, which entered just behind his right ear and travelled from back to front in an upward trajectory. Because eye witness accounts placed Sirhan ahead of Kennedy in the hotel kitchen, critics theorized that there might have been a second assassin standing to the rear of the Senator.

While there are a number of possible explanations for the above conflict, the distance of firing question is more difficult to resolve. Dr. Thomas Noguchi, the county medical examiner, found powder

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INTRODUCING LAW ENFORCEMENT NEWS

Law Enforcement News is a newspaper for the law enforcement professional. During the coming months we hope to bring you, the reader, news and information which will keep you informed and aware of the rapidly changing events in the criminal justice community.

Communication in law enforcement has never been more important than now. Law Enforcement News is designed to fill part of the communication gap. Our editorial position is based upon objective reporting of that which is relevant to professional law enforcement. This is not to say that Law Enforcement News will not be controversial, for we shall not shy away from controversy, but rather attempt to report all sides of an issue. Opinions, however, will be limited to the editorial page, columns, or clearly marked news analyses.

The staff of Law Enforcement News represents a broad range of criminal justice experience and bring a unique combination of talents to what we feel is an innovative approach to law enforcement reporting. Many of our writers are current practitioners in the field, and over the coming months we plan to expand the staff of in-service reporters.

As an independent newspaper, affiliated with the Criminal Justice Center of John Jay College of Criminal Justice, Law Enforcement News owes no allegiance other than to the basic tenets of good journalism - honesty, fairness, accuracy. The ability to be free of constraints, political, organizational, or otherwise, is important to objectivity. It is a must if we are to be successful. In its affiliation with the Criminal Justice Center, the newspaper draws upon the professional resources of the largest college of criminal justice in the world.

Law Enforcement News will serve as a forum for new ideas, methods, and controversy in the criminal justice system. Virtually no other profession in the world is without its own independent publication, for only through such an approach can the need for open debate and critical analysis be met. Law Enforcement News hopes to fill that gap.

Like any new publishing endeavor, much of what lies ahead depends upon our readers, and we look to you for the advice and comments necessary to what we feel is your publication. We will strive to bring you that which is relevant, that which is important, and that which helps you do a better job. The aim is increased professionalization, and we are committed to this goal.

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POLICE PAY DEMANDS LEAD TO MORE JOB ACTIONS

By RICK HURLEY

In San Francisco police officers went on strike. In New York, Nassau Parkway Police went on a ticket blitz. In Hartford, Connecticut, police reported sick, and in Westport, Connecticut, adding a touch of humor, police decided not to shave until wage demands were met. The common theme in all of these actions is an increasing militancy on the part of police officers to take overt action in their

demands for pay increases and better benefits.

"There was a time when police officers bargained with hat in hand," said one former New York police officer, "but the tremendous gains by other civil service employees, while police salaries didn't keep pace, only proved the need

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Wide World Photos

A San Francisco policeman heads for his squad car outside the Hall of Justice on the day after Mayor Joseph Alioto declared a state of emergency and ended the strike by police and firemen.

POLICE CHIEFS CONVENE FOR 82ND IACP CONFERENCE

DENVER, September 15—

More than 6,000 law enforcement officials from the United States and at least 30 other nations are gathering in the Mile High City of Denver this week for the 82nd annual conference of the International Association of Chiefs of Police (IACP).

The conference, which will be held at the Denver Convention Center and the Denver Hilton Hotel, opened on September 13 and will be brought to a close on September 18. As Law Enforcement News went to press, the tentative list of speakers at the conference included Attorney General Edward H. Levi; FBI Director Clarence M. Kelley; LEAA Administrator Richard W. Velde; Governor Richard D. Lamm of Colorado; H. Stuart Knight, Director of the U.S. Secret Service; Rex D. Davis, Director of the Treasury Department's Bureau of Alcohol,

Tobacco and Firearms; Raymond Whitrod, Commissioner of the Brisbane, Australia, Police Department; and New York City Police Commissioner Michael J. Codd.

Workshop sessions are scheduled for Monday, Tuesday and Wednesday, September 15-17, and will address such subjects as minority recruitment, contract negotiations, contemporary violence, disciplinary procedures, and freedom of information, among others.

In addition, general sessions are being held to elect new officers for the Association and conduct its general business, and 335 displays of the latest in police products and equipment are being exhibited.

A report of the work of the IACP conference will be presented in the October issue of Law Enforcement News.

KANSAS CITY PATROL EXPERIMENTS RAISE DOUBTS

By RICHARD WARD

No individual program or series of experiments has raised as much controversy and argument over the past decade as the Kansas City Patrol experiments. Funded by the Police Foundation in 1972, the Kansas City Police Department embarked on a series of experiments and projects under the direction of then Chief of Police Clarence Kelley.

The most controversial of the projects, and one that has raised the hackles of police administrators from coast-to-coast, involved the Preventive Patrol Experiment, designed to measure the impact that routine patrol has on the incidence of crime and on the public's fear of crime. This controlled experiment, which is available in summary report form from the Police Foundation, involved varying levels of patrol in different geographic

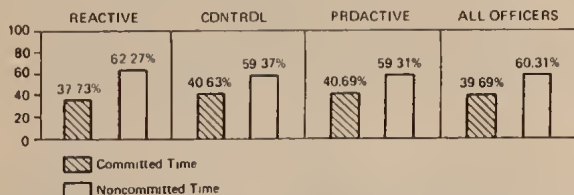
resources.

Among the major critics of the Kansas City experiment is Los Angeles Police Chief Edward Davis who, writing in the June issue of *The Police Chief* with Lyle Knowles, maintains that "there are serious reasons to question the validity of many aspects of the experiment."

Patrick Murphy, currently President of the Police Foundation, writes in the same issue, "As is always the case in large scale social experimentation, not every aspect works perfectly." Murphy goes on to point out that many of these deficiencies are acknowledged in the 960-page technical report.

Despite the controversy, the data generated by the Kansas City experiment have raised several interesting questions,

COMMITTED AND NONCOMMITTED TIME BY TYPE OF PATROL



areas. The first, known as "reactive" patrol, received no patrol coverage except in response to calls for service; the second, or "proactive" patrol, involved increased patrol coverage by two to three times the usual level; and the third, the "control," maintained the normal levels of patrol.

Kansas City Police Chief Joseph McNamara notes that "analysis of the data gathered revealed that the three areas experienced no significant differences in the level of crime, citizens' attitudes toward police services, citizens' fear of crime, police response time, or citizens' satisfaction with police response time."

Startling findings, yes, but McNamara goes on to note that a great deal of caution must be used in inter-

not the least of which is the ultimate value of routine preventive patrol as a crime deterrent.

This data will, no doubt, be analyzed for years to come. The authors of the summary report note that while the argument could be made that Kansas City's large geographical area is not representative of large urban centered police departments, many of the problems are similar. Kansas City's murder and manslaughter rate per 100,000 is similar to that of Los Angeles, Denver, and Cincinnati; and reported burglaries are similar to Boston and Birmingham. The authors also point out that the experimental areas are socio-economically diverse, and have a higher population density than Kansas



The Kansas City Police Department has concluded that traditional riot call not only hindered good communication in the division, but prevented good working relationships between supervisors and subordinates.

preting the results of the experiment. He makes it clear that this study does not imply that fewer police officers are needed in any specific jurisdiction. Indeed, McNamara stresses the importance of utilizing police officers in ways to make better use of existing

City as a whole.

One finding of the study, involving an analysis of noncommitted patrol time, found that approximately 60 percent of all patrol time was noncommitted. The study divided noncommitted patrol time into three



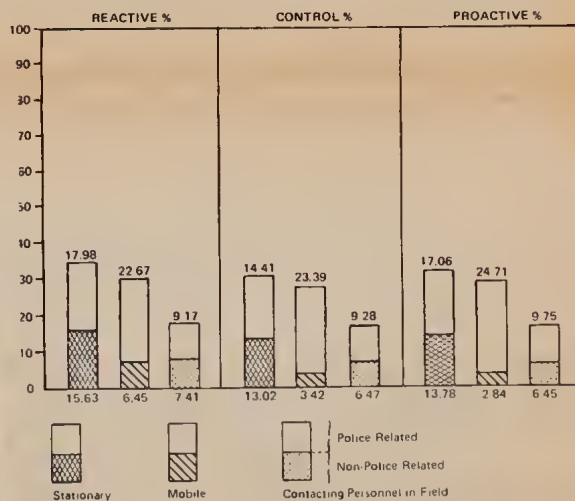
The sector conference gives the sergeant a chance to meet on a regular basis with the men he supervises and explain and discuss policies he wants to use in his sector.

categories: stationary, mobile, and contacting personnel in the field. It further divided time between police related and non-police related activities. Approximately 25 per cent of non-committed time in all three experi-

has had little success in finding police chiefs willing to face the possible political consequences of not policing an area in the traditional way.

"Kelley ran the Kansas City Police Department," said one Kansas City

DISTRIBUTION OF NONCOMMITTED TIME BY CAR ASSIGNMENT



mental categories was spent on non-police related activities.

The Kansas City experiments, according to Murphy, Kelley, and McNamara were never intended to be the final say on police patrol. Indeed, there is a strong agreement that these experiments are but a first attempt at measuring the effectiveness of various forms of preventive patrol.

Nor do the experiments indicate a need for fewer officers. In Kansas City efforts are underway to refine the concept known as Directive Patrol, which aims at making more efficient use of patrol officer time.

A major emphasis in the report is for continued caution in interpreting results. Virtually all of those involved in the patrol experiment would like to see it replicated in other cities to test its validity. However, according to an L.E.A.A. official, the National Institute

sergeant, "and he had the public's confidence. A lot of us didn't believe he could pull it off — not patrolling an area — but he did it, and convinced a lot of us that there might be a better way."

Just what that better way is still remains unclear, and the Kansas City Police Department continues to search for new and better methods of improving patrol performance. In a future issue *Law Enforcement News* will explore some of these programs.

Wherever possible, *Law Enforcement News* plans to report on innovative programs and experiments being conducted by United States police departments, such as in this month's feature on the Kansas City patrol projects. If you know of other such projects which you feel deserve the attention of this newspaper, please do not hesitate to forward your suggestions to us.

THOSE WITH RECORDS PROTECTED UNDER NEW JUSTICE DEPT. RULES

The privacy of persons named in criminal history records kept by the Federal Bureau of Investigation or LEAA-funded criminal justice agencies will be protected under sweeping new regulations issued by the Department of Justice, it has been announced.

The rules, which were put into effect on June 19, will require that the data in criminal records be maintained and disseminated in such a way as to insure its accuracy, completeness, integrity, and security, while continuing legitimate law enforcement access to the information. Persons named in criminal records will be entitled to review their histories for accuracy, and then have any errors corrected through a set of standardized procedures.

Inaccuracies must be corrected by the particular state agency keeping the records, who must then also notify other criminal justice agencies that have previously received the data of the flaws.

Certain specific criminal records have been exempted from the new regulations, including records necessary to the apprehension of wanted persons, original records required by law or custom to be made public, published court opinions, public court proceedings, and records of traffic offenses.

In all other cases, however, the new rules will also impose wider restrictions on the dissemination of criminal history information. While the use of this infor-

mation for criminal justice purposes will remain unlimited, the records will be made available to private agencies only where they perform a necessary function in the administration of justice, or for research purposes, and to other public or private agencies where a statute or Executive Order explicitly refers to criminal conduct and lists requirements or exclusions based on such conduct.

State and federal agencies authorized to conduct background investigations into eligibility for security clearances will also be given access to the records. The news media, however, will only be given such facts as are needed to confirm or deny the information in a specific request.

The new regulations, designed jointly by the LEAA and the FBI to fulfill provisions of the Crime Control Act of 1973, mandate that computerized criminal justice information systems be reserved for criminal justice use only, and be under the control of a criminal justice agency. Other portions of the rules apply to both manual and automated data-keeping systems.

LEAA has also required that each of the 50 states prepare a criminal history information plan and submit it by December 16 of this year. The plans, which must include procedures to implement the new Department of Justice regulations, must be in full operation by the last day of 1977.

NYCPD LIEUTENANT TO HEAD ANTI-CORRUPTION PROJECT

Lieutenant Robert McCormack of the New York City Police Department has been named Project Coordinator of an LEAA funded Anti-Corruption Management Program being developed by John Jay College of Criminal Justice. McCormack, who is on extended leave of absence from the police department, was formerly project director of the Middle Management Exchange Project which established management internships in

institutions will be conducted during the next fifteen months, bringing together law enforcement officials from all over the country.

The project staff is also currently conducting a national survey of law enforcement agencies with regard to their current internal affairs procedures and will eventually prepare a comprehensive manual outlining the most effective administrative methods to insure integrity.

The first workshop will be held in New York City on November 14. The theme of the workshop will be "Administrative Responses to Police Corruption."

For further information contact Robert McCormack at the Criminal Justice Center, John Jay College of Criminal Justice, 448 West 56th Street, New York, New York 10019.



NYCPD Lt. Robert McCormack

twenty-four of the largest police agencies in the United States.

McCormack, a former LEAA Fellow with a Masters degree in criminology, is currently enrolled as a Ph.D. candidate at Fordham University.

The Anti-Corruption Management Program is one of several projects being run at the new Criminal Justice Center of John Jay College of Criminal Justice. The major goal of the anti-corruption program is to provide police administrators with instruments to accurately measure levels of corruption, if any, within their agencies, and to develop an administrator's guide to assist in the elimination of corrupt activities. Two workshops and a sem-

FBI ARRESTS 4, ENDS BANK GANG

Agents of the Federal Bureau of Investigation, working with the Nashville Police Department, have ended the five-year bank robbery career of a group known as the Dawson Gang, with the arrests on September 3 of the gang's leader and three other members.

According to authorities in Nashville, the gang, led by 20-year-old high school dropout William Dawson, netted more than \$2 million in a series of well-planned and executed machine gun bank raids throughout the Southeast. Arrested with Dawson were Wendell Sellers, 25, Sam Buckmaster, 28, and Frank Welborn, 33. The four are being held on bonds of \$250,000 each.

CHICAGO'S FIRST FEMALE MOUNTIE WINS HER SPURS



AP Wirephoto

Gillian McLaughlin, 26-year-old Chicago policewoman, rides "Linko" in Chicago's Lincoln Park. The 135-pound, 5-foot-8 brunette has undergone three weeks of ups and downs in her training to become Chicago's first woman on the mounted police force.

INFORMATION SYSTEMS SYMPOSIUM SCHEDULED FOR NOVEMBER

ST. LOUIS, MISSOURI, — The Second National Symposium on Information Systems for Crime Control, Police Systems and Community Planning will be held November 17-19, 1975 at the Chase-Park Plaza Hotel in St. Louis. The symposium is sponsored by the University of Missouri-St. Louis through its Administration of Justice Department and the Extension Division in cooperation with the Western States Region and Eastern Missouri chapters of the American Academy for Professional Law Enforcement.

Speakers will include Dr. Donna Brown, Research Associate, International Association of Chiefs of Police; Andrew McKaen, Chief of Uniform Crime Reports Section, Federal Bureau of Investigation; Dr. James W. Stevens and Mr. Bruce Strahan, U.S. Bureau of Census and Paul Sylvestre, U.S. Law Enforcement Assistance Administration.

The national planning committee which developed the 1974 symposium is reviewing recommendations of that first

session and will consider recommendations for local, state and national model systems at the November session.

For reservations and program information write Eugene P. Schwartz, Administration of Justice, 8001 Natural Bridge Road, St. Louis, Missouri 63121.

ACLU SUES TO FIGHT POLICE BIAS

The American Civil Liberties Union has filed a suit on behalf of 12 persons which would require the Law Enforcement Assistance Administration to cut off funds to police departments which discriminate against blacks or women.

ACLU staff counsel Richard Larson stated that, under statute, LEAA must "withhold funding from law enforcement agencies which discriminate on the basis of race or sex." He pointed out that more than 50 state, county, or city police departments have been found guilty of discrimination over the past three years.

An LEAA spokesman said that 20 departments have had funds cut off pending compliance with equal employment opportunity guidelines, and 17 others were issued warnings. All 37 police departments eventually complied with the civil rights requirements.

The suit, filed in United States District Court in Washington on Thursday, September 4, seeks injunctive relief and \$10,000 in damages for each of the 12 plaintiffs, six of whom are women.

NAME NEW NY STATE POLICE CHIEF

William G. Connelie, a former Assistant Chief Inspector of the New York City Police Department, has been selected by New York Governor Hugh L. Carey to become the superintendent of the New York State Police.

Connelie, 54, a member of the police force in New York City since 1946, succeeds William Kirwan, who retired on June 25.

DALLAS AD BLITZ SEEKS CITIZEN AID TO AVERT CRIME

Can a high-powered advertising and public relations campaign be as effective in promoting citizen awareness about crime prevention as it has proven to be in such other disparate areas as consumer protection, environmental conservation

and political elections? The Dallas Police Department believes that it can, and, with the help of a \$787,205 grant from the Law Enforcement Assistance Administration (LEAA), Police Chief Donald A. Byrd has begun a program of Expanded

Public Involvement in Crime Prevention in that city to encourage the public to "stop asking for trouble."

Paid television and radio commercials, ads in newspapers, and posters on city buses and taxis and in store windows will all be employed to motivate the

of crime prevention techniques by 30 per cent;

*Prompt 20 per cent of the population to take positive action to avoid becoming the victim of stranger-to-stranger crime;

*Increase enrollment in Operation

STUDY SEES POLICE EQUIPMENT SPENDING HITTING \$25B BY 1980

Federal, state and local spending for law enforcement equipment and programs will nearly double over the next five years, from its present level of \$15 billion to approximately \$25 billion by 1980, according to a recently released market research study.

"Law Enforcement," the title of the study published by the firm of Frost & Sullivan, Inc., stated that, based on the results of a questionnaire sent to police officials across the country, there will be a need for at least 15 new systems or products, ranging from new costly computers for record-keeping and communications to new methods for fingerprinting. The study anticipates that spending will continue to grow at all levels of the extensive but highly fragmented law enforcement market, which, as early as 1972, included more than 15,000 state and local governments in addition to the burgeoning federal law enforcement network.

At the present time, federal agencies spend nearly \$3 billion annually on policing, as compared to the estimated \$12 billion which were allocated by state and local governments for this purpose.

The 262-page survey urged further

research into the needs of existing criminal justice systems at the state and local levels, and suggested that recent technical developments from defense and aerospace industries might be successfully adapted for the police market. In certain cases, however, the report noted that reliance should be placed on existing hardware and methods, rather than fresh research and development, particularly in the case of the federal Drug Enforcement Administration, whose continuing fight against illicit narcotics trafficking is expected to result in a doubling of their budget needs to \$200 million by 1980.

The Law Enforcement Assistance Administration (LEAA), on the other hand, will probably continue to be funded at about the \$1 billion level for the next five years, according to "Law Enforcement." The emphasis on reducing the time between arrest and trial will require advanced electronic systems for information and record-keeping, and greater communication between LEAA and state and local agencies.

Further information about the report can be obtained from Frost & Sullivan, Inc., 106 Fulton Street, New York, N.Y. 10038.

Opinion:

TV COPS ARE FRAUDS

By JOSEPH D. McNAMARA

Chief of Police, Kansas City, Missouri

Those TV supercops make police work look so easy that real police officers are getting an identity crisis.

One evening not long ago, for instance, the bald lieutenant from New York casually ordered that all prostitutes in midtown Manhattan be questioned (in reality, a task to which the entire U.S. Army might not be equal), then a few minutes later led his detectives in a surveillance operation whose complexity would have put the Strategic Air Command to shame.

If the public knew the intricacies of the criminal justice process and simply took such portrayals as diverting enter-

tainment, there would be no problem. Unfortunately, most people are busy living their own lives and accept television myths as reality. If TV fans took the time to learn the truth, they would find that most murders are simply violent and senseless. Few involve the complicated love affairs or intricate insurance schemes beloved by TV writers.

The most damaging effect of make-believe crime stories is that citizens get the idea that cops can take care of everything without the rest of the criminal justice system. Fictional crime caters to our inherent tendency to seek simple solutions to complex problems. But, as an FBI crime report put it, "Criminal homicide is largely a social problem, which is beyond the control of the police."

On TV, the supercop can solve any crime in 30, 60 or 90 minutes. In real life, a delay in reporting makes it just that much harder to come up with suspects and witnesses, much less convictions. Our response time analysis study is demonstrating that the greatest lag between commission of a crime and arrival of an officer is the time it takes for the victim to call us, not the time it takes us to respond.

There are many other factors — sentencing, parole, rehabilitation and the like — which aren't considered on TV but certainly make police officers' jobs more difficult than television audiences suspect.

Reprinted from the *Kansas City (Mo.) Star-News*.

Crime pays. And you're the one paying.

A lot of people who get burglarized have two chances of getting their property back. Slim and none.

Last year only \$1,199,275 worth of property was recovered out of over \$10 million stolen in the City of Dallas.

But it doesn't have to be like that. The odds for recovering and returning stolen goods get bigger and better if you take one simple step: Operation Identification.

Here's how it works. With an etching pen, you mark your valuables with your Texas driver's license number and

report your number to the Crime Prevention Section of the Dallas Police Department.

So it will be on record that you have participated in the Operation Identification program. Say your TV set is stolen. If your Texas driver's license number is etched on it, not only can the set be identified as stolen property, but there's no question it belongs to you.

Also discourages theft. When property is marked, the thief knows he runs a greater risk of getting caught. Home window stickers are supplied to you to advise the potential burglar that your property is marked. Let him know he's the one taking chances, not you.

Most precautions against crime are just as simple as Operation Identification. Call the special Crime Prevention number, 748-6161, for a full list of ways to protect your property. And yourself!

Things you want to know about Operation Identification.

"What items should I mark?"

Everything of value. Mark everything you'd want back if it were stolen.

Some items which are frequently stolen include bicycles, televisions, radios, tape recorders, guns, business machines, lawn mowers, hubcaps, stereo tape decks, cameras, car wheels, tool boxes and tools, kitchen appliances.

"How do I mark valuables that I can't or don't want to etch?"

Etching is the best way to mark your valuables, but tell tip marking pens may be used on china and crystal which is more difficult to etch. Fumens can mark your furs for you, (for the identification number may be embossed on fabrics).

Some items need to be photographed, such as silver dinnerware, to prove ownership if stolen.

"Where should I mark these items?"

Always put your identification number in an obvious place. The front, top or side of an item is best.

"What if I don't have a Texas driver's license?"

If you do not have a Texas driver's license, call 748-9711 and you will be assigned a Personal Identification number.

"Do I have to show my marked property to the Police?"

Absolutely not.

"Do I have to submit a list of my marked property to the Police?"

Absolutely not.

"Where can I get a marking pen?"

Marking pens can be borrowed from any Dallas Police station, any Dallas Public Library or any Police Department Community Service Center.

Please call to determine availability. Marking pens may also be purchased at department and hardware stores.

"How long will it take me to mark my property?"

The average family can mark everything they want in about 30 minutes.

"If my unmarked stolen property is recovered, can I get it back if I don't participate in Operation Identification?"

Only if you can prove ownership by other means. Operation Identification is the best method of positive identification.

"I have insurance. Why should I worry about getting stolen property back?"

Depending on the kind of policies you carry, insurance may reimburse you to some extent. But remember you may have to pay a deductible amount before property is covered and, in most cases, insurance pays only the depreciated value of the item rather than the true current replacement cost. Also, the more often insurance claims are paid, the more likely insurance rates will continue to rise.

"I still have other questions about Operation Identification. Where can I find the answers?"

Call 748-6161 for complete details.

Don't ask for it.

Call 748-6161 or write P.O. Box 15005, Dallas, Texas 75201 for further crime prevention information. Dallas Police Department.

One of several newspaper advertisements which are being sponsored by the Dallas Police Department's crime prevention campaign.

Dallas citizenry to become actively involved in the prevention of crime. The paid advertising campaign will run for 10 months, followed by another 10 months of public service announcements. Chief Byrd anticipates that a number of broadcast outlets will donate these announcements on a one-for-one basis.

The innovative media advertising campaign, which will use more than 40 per cent of the grant from LEAA, was designed in cooperation with the Rominger Advertising Agency to help accomplish three objectives for the Dallas Police Department:

*Increase citizen levels of awareness

Identification, a plan for engraving identification numbers on personal belongings, to 24 per cent of the city's population.

As a support service to the ad campaign, the grant also provides funds for a community awareness team to make residential security checks in selected areas of the city and for 130 members of the department's speakers' bureau to obtain professional training in human relations and communications skills. In addition, members of the Dallas police force will be available on a 24-hour basis to answer a special phone number which is being set up to handle citizen inquiries about crime prevention techniques.

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DECEMBER SEMINAR TO DISCUSS STRESS PROBLEMS OF POLICE

EVANSTON, ILL., -- Physical and emotional problems related to stress in police work, and currently operating remedial programs, will be the focus of the Seminar on Personal Adjustment Problems of Law Enforcement Personnel. Seminar co-sponsors are the Traffic Institute, Northwestern University, and the Industrial Relations Center, The University of Chicago.

The December 1-4, 1975 seminar is designed to assist police administrators, personnel managers, training directors, civil service commission directors, and others responsible for the recruitment, selection, training, assignment and promotion of law enforcement personnel. Presentations will also be of interest to representatives of employee organizations and police psychologists and counselors.

Therapeutic counseling for problems including alcoholism, marital discord, and physical and emotional disabilities related to occupational stress will be discussed by Dr. Martin Reiser, Director of Behavioral Science Services, Los Angeles Police Department.

The use of excessive force, among other adjustment problems found in law enforcement personnel, will be outlined by Dr. Michael Roberts, staff clinical psychologist, San Jose Police Department. He will also describe the operation of a confidential police therapy program for police officers and their families.

The availability of psychological test batteries, which are helpful in screening applicants whose psychological makeup is unsuited for stress associated with police work, will be discussed by John Furcon. As Director of the Law Enforcement Manpower Research Project at the Indus-

trial Relations Center, The University of Chicago, Mr. Furcon will relate his experience in developing validated entry-level test batteries. He will also discuss requirements in job change effected by a promotion, and the varying demands of special assignments as they relate to an officer's adjustment to a law enforcement career.

Dr. Gene Fox will review basic psychological concepts and personality defense mechanisms as they relate to job-connected stress adaptation. Dr. Fox is Field Director, Law Enforcement Manpower Research Project.

Methods to guard against unethical conduct as an accepted behavioral pattern within the department will be presented by Wayne Kerstetter, Superintendent of the Illinois Bureau of Investigation. His presentation will emphasize the use of special programs stressing positive ways to minimize and control unethical conduct.

Liability for officer actions resulting from occupational stress will be among legal areas outlined by the Traffic Institute legal counsel, Robert H. Reeder. Workmen's Compensation and police pension systems coverage for physical and emotional disabilities related to adjustment problems will also be examined.

Seminar on Personal Adjustment Problems of Law Enforcement Personnel will be held at the Holiday Inn in Evanston, Illinois. Registration, at \$275.00 per individual, is being handled by the Registrar, Traffic Institute, Northwestern University, 405 Church Street, Evanston, Illinois, 60204. For more information, contact the Special Programs Supervisor, George Burnett, at (312) 492-7242.

MASSACHUSETTS STATE POLICE START RADIO NETWORK REVAMP

When Paul Revere made his midnight ride on horseback 200 years ago, it took hours to communicate his "cry of alarm" from Charlestown, near Boston, to Lexington and Concord. Today, thanks to modern radio transmission, the same communications distance is covered by Massachusetts State Police in seconds.

Currently, the Bay State has an extensive conversion under way in its law



With the upgraded multi-frequency concept, each mobile unit is designed to transmit and receive on any troop or statewide frequency.

enforcement communications network. This is due chiefly to a major expansion of the activities of the State Police organization itself.

When the State Police went to a 40-hour work week as the result of legisla-

tion, part of the planning also included a cruiser per working man. This meant going from a 300-unit system to approximately 700 cars; it also meant a significant increase in the number of radio messages transmitted.

As Captain E.R. McCormack of the Massachusetts State Police in Boston, put it "That number of units on the highway really became a terrible problem as far as radio transmission was concerned. The statewide system was on one channel; the strongest stations were cutting out the weaker stations and numerous messages had to be repeated. Even though we used code signals to cut down the transmit time on messages, the airwaves were jammed."

A study was initiated through an independent research firm which considered several ways of solving the problem. Eventually the alternatives were narrowed down to two basic approaches. One was to move to high band frequencies, which would have meant converting virtually every piece of radio equipment at a cost of \$13 million. The other was to obtain additional frequencies in low band so that existing transmitting locations could be used.

With 43 transmitting locations already on low band, including mountain-top sites, the latter proposal was viewed as more economical. It involved 10 times less money and offered the most attractive solution. However, it required a major coordination program to acquire the additional low band frequencies needed to separate the burdensome communications traffic into a more orderly pattern.

A goal was established of having each troop on its own frequency to derive fewer messages per channel. This made several new channels necessary. Seeking them was a significant challenge during times when the nation's Land Mobile radio frequencies are used heavily by public safety agencies throughout the nation.

About 15 "possibles" were selected to fit the statewide system and letters

Continued on Page 8

CRIMINAL JUSTICE JOB LINES

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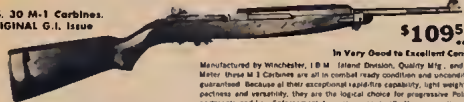
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POLICE MANAGEMENT

AN INTERVIEW WITH CHIEF INSPECTOR M

Chief Inspector Michael Carter was appointed to the London Metropolitan Police in 1955 and was promoted to Sergeant in 1960 and to Station Sergeant in 1962. In 1967 he was promoted to Inspector and in 1973 to Chief Inspector. He holds his B.A. in Special Social Administration from the University of Hull, Yorkshire, and an external certificate in criminology.

Mr. Carter has served as a patrol officer, a vice investigator, an undercover operative in London, and as a training school instructor. He is currently assigned to the Bramsbill Police College as a management specialist. In addition to being a member of Justice: the International Commission of Jurors, British Section, Chief Inspector Carter is an Associate Member of the British Institute of Management and a member of the Association of Programmed Learning and Educational Technology.

L.F.N.: Some academic writers, both English and American, have suggested that our police problems would be reduced if British police methods were imported. Do you agree with this approach?

CARTER: I believe that this is a naive approach. Comparative studies should not be concerned with superficial 'better' or 'worse' situations, but should seek the social and historical roots of differences should compare the total environments and not merely the particular institutions, should look at potential problems as well as at the present position.

L.F.N.: The nickname 'The Blue Army' was given to the first professional police in Britain. Was this phrase justified?

CARTER: The phrase 'The Blue Army' sums up factors which have created some of our problems and it has even been suggested that when the Blue Army marched onto the streets they carried with them the seeds of managerial problems.

The first Commissioners of the New Police - there were two with joint powers - were Irishmen. Colonel Rowan, a distinguished soldier, and Richard Mayne, a lawyer. The superintendents were nearly all old sergeant majors from the Cavalry or the Brigade of Guards and were chosen for their disciplinary prowess. A good many of the inspectors had been non-commissioned officers and about one-seventh of the rank and file constables were ex-soldiers.

L.F.N.: The New Police was modelled along military lines then?

CARTER: Yes, their role was that of preserving the peace on behalf of the Crown. In constitutional terms they were each the independent holders of public office and as such answerable to the law first and their superior officers second.

Their dress was chosen carefully to project a civilian image and their 'armament' was nothing more lethal than a stick of wood - the truncheon. When these New Policemen walked along the streets they were grounded in the twin structures reflected by their twin Commissioners, of a militaristic model of or-

ganization married to a civilian structure of administration. Practically all British policemen will insist that they are "civilians in uniform." And so we are.

L.F.N.: Then you agree with Harold Becker, of California State University, whose latest book on European police systems put the British Police at the militaristic end of a military-civilian continuum.

CARTER: By the criteria which he used I think Becker is right. His criteria included relationships between ranks, both formal and "off-duty," attitudes of senior to junior officers, attitudes to civilians, degree of control over discipline. By these criteria we do undoubtedly 'maintain a military presence.' We may be civilians in uniform but the organization we work in



Chief Inspector Michael Carter

is still strongly imbued with a military ethos.

L.F.N.: Has the bureaucratic model contributed towards acceptance of the British Police by its public?

CARTER: It certainly has. Bureaucracy helped to develop predictable behavior: whether a citizen went into a police station in the North of England or in the South he encountered the same sort of response from the same sort of man wearing a similar uniform and responding predictably to whatever tragedy, comedy, routine enquiry or emergency the citizen brought with him.

Bureaucracy helped to create an environment in which police forces offered to the public a basically honest and reliable police service. In a stable police service, operating within a stable, or at any

voked to enforce moral codes but by and large we have seen a withdrawal of the British Police from this sort of involvement.

L.F.N.: What about managerial changes in the British Police organization?

CARTER: The previous changes were coped with in ways which hardly affected the traditional, the accepted, the unchallenged organizational structure. It seems to me that the time-honored traditions, the rocklike foundations of police organization and management in Britain, may not so easily cope with the now-emerging problems of change.

L.F.N.: What are these problems of change and how will they affect police management?

CARTER: First is the spread of knowledge. The recruit of today has more than a smattering of knowledge. His schooling tends to have been based on free expression rather than rote learning, his teachers seen as resource centers rather than as traditional masters. He has been taught to question rather than obey. He tends not to have passed through the socialization process of military service. His whole background tends not to have prepared him for a world of uniformity, imposed discipline, acceptance of authority.

L.F.N.: Isn't this really beneficial to the Force?

CARTER: The problem of 'spread of knowledge' is perhaps most obvious in specialist departments. The ideal policeman may be an all-rounder, but the growth in size of police forces, the increasing sophistication of life generally and criminal activity in particular, has led inevitably to specialization.

Specialists have become 'experts,' each possessed of his own peculiar language. This has created a gap between those with the power to decide (authority based on rank) and those with the power to act (authority based on specialist ability). Specialist units tend to formulate their own norms, their own working rules and procedures, thereby influencing and modifying the effects of the hierarchical rank structure. As a rule of thumb one can say that the greater the degree of specialization, the less appropriate are traditional forms of control.

L.F.N.: Has the policeman's role been changed by the greater sophistication of today's communications systems?

CARTER: Before the introduction of

long ago. But in those not-so-long-ago days the individual policeman was very much on his own from the minute he walked out of the police station. Supervision of his activities was retrospective. It had to be. His performance could only be assessed after the event, and then based largely upon his own report.

Now that every officer has a personal radio this is no longer quite the case and has led to two particular consequences. First, operational police work has shifted from a base of individual policing towards team policing. This is particularly true in those urban forces where supervisors deploy and allocate units on the strength of information fed to them by a command and control computer. Undoubtedly this is more efficient - it's a move away from 'seat of pants' policing towards a more scientific approach. But the concept of working as part of a team, the loss of individual autonomy implicit in enhanced supervision, has caused, and still causes, managerial problems in various police forces.

Secondly, supervisory officers are no longer so restricted to ex post facto leadership. Personal radio has meant that they are more often 'there,' either physically or by radio link. This may have reduced the autonomy of the constable but it has created opportunities for supervisory officers to focus upon the 'style' of the constable at work, to assess his interactive skills, to mold his operational behavior. And there are signs that this is taking place. In the long term it will ensure greater congruence between organizational ideals and the realities of police behavior on the streets. But as you can imagine, it is not without its problems.

L.F.N.: In America the sheer growth in size of police forces has posed problems for police administrators. Are you experiencing a similar problem?

CARTER: By the end of World War II there were 159 separate police forces throughout England and Wales. Between 1945 and 1962 there emerged considerable public disquiet over the administration and accountability of some of the smaller forces. Various well reported incidents of petty corruption and alleged brutality left a wide-spread feeling in the public mind that some provincial police forces were not subject to adequate accountability, were parochial in outlook and too small for operational efficiency.

"The ideal policeman may be an all-rounder, but the growth in size of police forces, the increasing sophistication of life generally and criminal activity in particular, has led inevitably to specialization."

rate, relatively stable, society, the elements of bureaucracy are well suited.

L.F.N.: Has the British Police witnessed recent changes in the law?

CARTER: Yes, particularly the role of law in relation to moral questions: liquor licensing, prostitution, abortion, homosexuality, drug abuse, censorship of pornography. Arguments continue as to whether the criminal law should be in-

personal radios, the individual policeman, could, if he were lucky, summon assistance by blowing three short blasts on his whistle. The last time I blew mine (in anger) it was ignored by the police constable on the adjacent beat because he thought it was the steam whistle at nearby Batterssea Power Station! I mention this because I'm not so old and because it shows that the 'whistle' days were not so

We have a technique of dealing with such problems which has parallels in America, in fact it's probably universal. We set up a committee of inquiry. In our case it was called a Royal Commission and its final report, published in 1962, has since been the base for considerable amalgamations of police forces. The 159 separate forces have now been reduced to 43.

NT IN GREAT BRITAIN

MICHAEL CARTER OF THE LONDON POLICE

Whilst the London Metropolitan Force has a strength of some 21,000 sworn officers the average provincial police force has a strength of around 2,000 officers, although the numbers, naturally, vary between relatively urban/rural areas. But none has less than 600 officers and almost all have many more. L.E.N.: Do local authorities have controlling power over these forces?

CARTER: Control of these larger provincial forces is achieved through the machinery of Police Committees which are comprised of two thirds local councillors and one third magistrates from local

government, because of his unique constitutional position. We simply don't have managerial problems of the type, or at any rate on the scale, of those one reads about in accounts of conflict between local authorities and police chiefs in parts of America.

Perhaps the price which we have to pay for this freedom is the potential danger of a lack of public accountability. I put it no higher than a potential danger but in this anniversary of your own freedom I'm sure that the point will be taken.

Our smaller police forces, before amalgamations, were accountable to re-

minority, have acquired their professional status, and their professional attitudes, outside the police service. As well as being policemen they are lawyers, or historians, psychologists, sociologists, and so on. They give allegiance to the police service, of course. If they didn't want to be policemen they would quit. But they also feel the pulls of allegiance to their external disciplines, to the value systems of their peers, to their other alma mater. Value systems, particularly in the human sciences, often stress the importance, the 'rightness' of questioning decisions, of dissecting policies, of demanding auto-

It is my belief that these changes, however great, will leave recognizable the external shell of a bureaucratic, militaristic police service. Such a structure will always grate upon the sensibilities of liberal thinkers, but I see it as a functional necessity for much of police work. The changes will, however, transform organic life within the shell to a style which would be barely recognizable to the men of the original blue army.

L.E.N.: What policies have been initiated to check or conform to these changes?

CARTER: Managerial policies are raising the status of constables throughout many forces. These policies include allocation of criminal investigations to uniformed officers giving individual officers a community relations role (the old concept of the village bobby transposed to city centers), and the establishment of juvenile bureaux.

At a different level we have seen the spread of civilization taking the administrative burden from police officers, and the growth of a traffic warden scheme which has removed officers from tedious and mundane duties.

And finally, we have formal management training. Again there is no uniform policy. Some forces do make use of nearby management and business schools, others do not. But a picture is emerging at a national level of newly promoted sergeants being given a grounding in the 'hardware' side of management: in management theories and techniques. At the inspector level the picture is clearer. Most inspectors at district training centers, and all at the Police College, are given instruction in management theory, from functional leadership to management by objectives, and are introduced to techniques by which they can enhance their operational, practical skills.

At senior officer level there is training in advanced financial techniques, budgetary control, computer use and emphasis upon interactive skills, upon self-knowledge and awareness of impact on others. The Police College is also engaged in organizational development of operational, police units.

L.E.N.: Are you optimistic about the efficacy of these policies?

CARTER: Whether all these changes, recent, present, and future, will solve the managerial problems must be an open question. Some political economists, notably Jay and Heilbroner, predict that Europe is heading towards a siege economy in which survival will depend upon a blend of ideological fervor and military discipline. I certainly know of no case in which democracy has survived hyperinflation. If this happens, then the police service will revert to being a 'blue army'. Other commentators, notably Ralf Dahrendorf, predict an 'improved' society with less affluence but greater emphasis upon individual freedom. In this 'Land of the Free' and in this particular year, I'm certainly plumping for that philosophy. And it's true to say that police management in Great Britain is heading in the same direction. Our main task is not the management of a static, unchanging organization, but the far more challenging infinitely more rewarding task of managing conflict and change.

In future issues, Law Enforcement News will continue to present interviews with major police administrators. Any suggestions as to possible subjects for L.E.N. interviews are welcome.

"We monitor your progress closely; apart from the FBI Bulletins you can always find on British TV either Kojak, Columbo, or The Streets of San Francisco."

benches. 'Control,' however, has to be defined. Without going into detail one can say that whilst Chief Constables are obliged to report to local authorities on matters connected with policing in their command, Chief Constables are accountable to the law first and to their 'authorities,' whether that be local or central government, second. Police tactics, the operational deployment and methods, are quite beyond the influence of Police Committees, as are matters of promotion and internal discipline. The representatives of local government can question police strategy, but they have no direct operational influence.

I would not say that the role of the Police Committee, the influence of local authorities, has been devalued to rubber stamp status, but I do think that its function is veering from that of initiative control towards watchdog restraint.

L.E.N.: How have these recent and considerable amalgamations affected police management?

CARTER: I would suggest that the fundamental effect has been the creation of a fertile seedbed for professionalism.

Professionalism is really an impressive term. Asking the average British policeman to define professionalism is rather like asking him to define sex. His answer tends to concentrate on the technicalities. That the British police have increased their technical professionalism is beyond question, although I suspect that we have a long way to go before our officers match the technical expertise displayed in so many of your forces. And we do monitor your progress closely; apart from the F.B.I. Bulletins you can always find on British television either Kojak, Columbo, or the Streets of San Francisco!

But the professionalism I'm talking about is Ethical professionalism. What Dr. Maureen Cain in the Anglo-American Law Review defined as: "The exercise of skills resting on an established body of knowledge and conduct governed by norms derived from a source independent of the employing organization." This "interdependence" from the employing organization is an important concept. In a sense the British Bobby has always enjoyed autonomy from his employers, if you define his employers as central or local gov-

representatives of local authorities who knew them well, knew the chief officers well, and certainly knew a lot about police work. We have an expression, 'A Bobby's job,' which used to mean a relatively simple job which anyone could understand. It has been suggested that senior officers of the larger amalgamated police forces have not only increased their technical professionalism (from their experience in managing larger, more sophisticated organizations) but that they are also developing attitudes, and expectations of autonomy, potentially at odds with control by 'outsiders.' And to 'professionals' all laymen are outsiders.

L.E.N.: How has the Police College at Bramshill influenced professionalism?

CARTER: The Police College at Bramshill is a national institution where senior officers from all parts of England and America, and Australia, indeed from many parts of the world, make a systematic study of theory, of comparative methods and philosophies of policing, and there inevitably develops an ethical professionalism which subconsciously alters the attitudes of senior officers towards the lay representatives of the Police Committees. It may be that amalgamations, by creating larger and more sophisticated police units, have also increased the problems of external democratic control.

L.E.N.: How are you dealing with the problems of internal management - management of police by police - brought on by professionalism?

CARTER: The majority of middle ranking police officers acquire their professionalism within the police service. Their professionalism is the direct result of their active membership on the force and of their assigned position within it. The cultural influences of their peers, the socializing effects of force training, district training, attendance at institutions like the Police College, engineer a fusion between their own 'professional attitudes' and the goals and norms of the police service. They become professionals, to a greater or lesser degree, within a single system: a closed community in which professional life and organizational life have become completely intermingled.

On the other hand a minority of middle ranking officers, but a growing

nomy.

L.E.N.: Will the managers, the senior and middle ranking officers, be able to cope with these problems of change, changes which have been said to herald the demise of bureaucracy?

CARTER: I don't underestimate the problem. That society, Western industrialized society, is changing seems clear. That bureaucracy is suffering from sclerosis has been confidently diagnosed. In human terms it simply means that individuals are modifying their beliefs, are developing new expectations and different value systems. Our problem, and I must stress that I'm speaking of Britain, is to manage our police forces in the light of these expectations and beliefs. To use a sociological term, we have to engineer a cultural fit between the organization and the individual. If we don't, a lot of our individual officers will vote with their feet and worsen our manpower shortage.

One answer comes from a school of management theorists who maintain that we must aim for a completely free-form, democratic organizational structure. They propose a matrix pattern of management with emphasis upon temporary task forces and the abolition of hierarchical ranks. In an ideal world this may indeed be the answer. But in the real world in which we live, and which we have to police, this answer is, I think, an idealistic and unrealistic dream.

There is another answer, one which is not born of grand theory but which has evolved - is evolving - out of man's adaptability. What seems to be happening, and I say 'happening' because there is no concerted leap towards the grail of ultimate wisdom, is the emergence within our existing structure of responsive change: the emergence of managerial approaches based on new managerial attitudes. In part this is a response to pressures from within the service, in part it is a response to pressures from our Police Federation (which sees its role as part trade union, part professional association), and in part it is the result of deliberate managerial policies by chief officers.

This responsive change is not a smooth or continuous process. Established organizations do not transfer easily from one culture to another, and there are problems and tensions. Nevertheless, changes are taking place.

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COMMUNICATIONS OVERHAUL BEGUN BY MASS. STATE POLICE

Continued from Page 5

were written to 15 agencies across the country who were licensed to use them. Several acquiesced and voiced no objection, feeling there would be no interference. Others did not concur in the process. In the total effort, however, Massachusetts was able to obtain seven additional frequencies to implement its new communications concept and the modernization has proceeded.

Over-all direction of the program has been under the supervision of Commissioner John F. Kehoe, Jr.

Partial funding for the system came from capital grants from the national Law Enforcement Assistance Administration and the procurement phase was begun with a contract award to General Electric Company to supply more than \$150,000 in two-way radio equipment.

Equipment purchased in the initial procurement was assigned to State Police Troop A operating around Boston and in the northeast sector of the state. In addition to eight-channel GE MASTR II mobile radio units for Troop A vehicles, GE base stations were ordered for the Troop's Framingham headquarters and communication substations. Remote base stations in the first phase are controlled from a General Electric multi-position command control console in Framingham.

With the upgraded multi-frequency concept, each mobile unit is designed to

work did not begin until 1974. Following Troop A in the installation cycle is Troop D in Southeastern Massachusetts, where installation of the new solid state GE radios already is in process. Also ordered under contract with General Electric is equipment for Troop C in the midwest part of the state. The last troop to be covered is Troop B in Western Massachusetts, after which installation will be completed at General Headquarters.

Part of the windup or total system completion will be the addition of crystals in some of the mobile units to fill in channels which have been approved since the initial work began. The eight-frequency General Electric MASTR II units make this a relatively simple addition because space has been included for the extra channels when needed.

Part of the General Electric contract provides for equipment for new transmitting locations to end a communications problem in Western Massachusetts caused by topography. Most of the barracks stations are located on valley floors blocked by hilly terrain and the new transmission concept provides for better location of the transmitters in the area. Updating the system with new base stations will provide more of a reception and transmission capability than was obtainable with the old equipment.

Basically, the Massachusetts State Police have a decentralized communica-



Control console at Framingham keeps troop headquarters in touch with field activities. Each troop headquarters command area is responsible for communications at the local level with co-ordinating activity done at General Headquarters.

transmit and receive on any troop or statewide frequency. Thus a state police vehicle will maintain complete communications capability while travelling anywhere in the state.

Each MASTR II mobile radio planned for the system is equipped with Priority Search Lock Monitor, permitting vehicle occupants to monitor radio traffic on their assigned frequency plus the statewide emergency channel. The PSLM circuit alternately scans each frequency at a rapid rate. However, when a signal appears on the priority troop frequency, the receiver reverts instantly to that frequency and remains there until the message ends.

While planning work was underway for some time, the detailed procurement

tions operation. Each troop headquarters command area is responsible for communications at the local level with co-ordinating activity done at General Headquarters. GHQ itself has 12 dispatchers spread across the various working shifts.

Part of the Massachusetts State Police total communications program is a statewide computer network into which 206 terminals are tied. A computer at State Police headquarters contains on line information concerning stolen cars, wanted persons, and data on missing persons, stolen firearms and property. This system also ties in with the National Crime Information Center in Washington and into the National Law Enforcement Teleprocessing System (NLETS) in Phoenix, Arizona.

RFK ASSASSINATION PROBE RE-OPENED BY NEW EVIDENCE

Continued from Page 1
"tattooing" on Kennedy's right ear which he interpreted as meaning that the muzzle of the gun was probably from 1 to 3 inches from Kennedy's head when the fatal shot was fired. Virtually all witnesses placed Sirhan's gun 2 to 3 feet from the Senator, with none corroborating the medical evidence which had the gun practically touching his head.

None of the above discrepancies would probably have been considered serious were it not for the difficulties in tracing all the bullets fired in the kitchen back to Sirhan's gun. Firearms experts for the defense challenged the findings of the Los Angeles Crime Laboratory and concluded it was unlikely that a bullet removed from Kennedy's neck and another recovered from the stomach of bystander William Weisel were fired from the same weapon.

Herbert MacDonell, an acknowledged expert in firearms, pointed out a previously undetected difference in the two projectiles' "cannclures" (any groove which runs around the circumference of a bullet or cartridge case). An affidavit filed by MacDonell stated that the Kennedy bullet, a .22 caliber long-rifle minimag had a single cannclure, while the Weisel bullet had two. All eight empty cartridge cases removed from Sirhan's Iver-Johnson revolver were made by the Cascade Manufacturing Company which reported it has never manufactured any .22 caliber long-rifle bullets with one cannclure.

The most common recommendation of such experts is to have the Sirhan revolver refired in tests presided over by a

panel of firearms experts. The Los Angeles county supervisors, previously opposed to this course of action, now favor it as a means for resolving these problems. Los Angeles Superior Court Judge Robert Wenke agreed that such a refiring was appropriate and directed attorneys in the case to draft procedures and to suggest experts who would participate in the tests. Most recently the Los Angeles City Council moved to form a special committee to investigate the actions of the police department in the handling of physical evidence, some of which was destroyed.

FEMALES SLOWER THAN MALES IN DRUG TREATMENT

A study of 45 male and 12 female drug addicts, conducted by Mark Lindberg of the Department of Sociology at Holy Cross College and reported in *Psychology Today*, indicates males respond to rehabilitation therapy more quickly than women.

Lindberg hypothesized that the women, many of whom were prostitutes, had a lower level of self-esteem than the men, who were more likely to have been involved in crimes against property. He found no differences between black and white addicts in their response to treatment, and noted that there is a greater degree of improvement when addicts are given some responsibility in the therapeutic setting.

MORE JOB ACTIONS FORESEEN OVER POLICE UNION DEMANDS

Continued from Page 1
for collective action."

While police strikes are not commonplace yet, recent results in San Francisco, where police officers won a 13 percent increase, may be indicative of change. Mayor Joseph Alioto imposed emergency powers to overrule the Board of Supervisors, which had offered a 6.5 percent increase. The agreement, which raises the salary of San Francisco police officers from \$16,044 to \$18,816 a year makes the department one of the highest paid in the country. Last month the Nassau County, New York, police department was given a 12.3 percent raise, bringing their salary to \$14,381, and \$20,163 after 10 years.

At a time when big cities are facing major budgetary problems the question that remains is whether increased militancy and the threat of strike result in improved wage settlements. Police administrators seem divided on the question, but most agree that strikes serve to alienate the police from the public. One midwestern chief said that a strike or serious job action would probably destroy the good relationships that have been developed over the years. "But there is also the need to maintain adequate salaries," he said. "We shouldn't be treated poorly because we're dedicated, and in some cities this is the case."

The threat of violence and crime during a strike is a strong bargaining point, and when outbreaks of violence occurred in San Francisco, involving mostly rampaging youths breaking windows, Alioto was pressured to go against the wishes of his 11 member Board of Supervisors. One supervisor allegedly termed the Mayor "a dictator," and called police and fire officers "outlaws."

The police administrative response during past strikes has been to employ supervisors on patrol, and this had generally been effective in curbing disorder over the short term. Officers who refuse to go along with a strike are frequently castigated, as was the case in New York during the 1971 strike in that city. The threat of using the National Guard is usually raised as a possibility, but has not occurred in recent times.

More common in wage disputes is the threat of job action, whereby officers either refuse to perform certain non-emergency services or, as was the case in Nassau County, resort to increased ticketing or other forms of action against the public. Officers calling in sick has also

become more common.

Most police administrators seem to accept the threat of job action as a part of the negotiation stage in collective bargaining. Let's face it," said one police administrator, "today's officers are more independent. It's a new attitude, and city officials are going to have to deal with it."

The police officer faced with the decision to take part in a job action or strike is aware of the gains made by other labor unions, many of which have been successful in netting salary and benefits packages comparable or exceeding those of police officers. Such is the case in New York where most city employees now have twenty year retirement plans, and where a sanitation man makes almost as much as a police officer and may make even more with overtime.

There was a time when police salaries and benefits made them leaders in the civil service system. Over the years the militancy of other unions has helped close the gap. Today the police officer frequently sees collective action as the only viable alternative.

IACP PUBLISHES ANTI-ASSAULT BOOK FOR COPS

A 130-page manual describing the steps a police officer and his department can take to reduce the risk of assaults associated with robbery investigations is being sent to police agencies across the nation by the International Association of Chiefs of Police (IACP).

The manual, which includes steps on improved police tactical procedures, equipment and training, was prepared by the IACP Research Division's Police Weapons Center.

The manual, which was funded through a grant by the Law Enforcement Assistance Administration, is part of the IACP's Police Casualty Analysis Program, a long-range study of police assaults in the United States that was launched in 1973.

A free copy of the manual is being sent to the 2,400 largest local, county and state police agencies in the country. Other law enforcement agencies may obtain additional copies from the Research Division, IACP, Eleven Firstfield Road, Gaithersburg, Maryland 20760.

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FAKE NEWS REPORT LEADS TO ARREST OF ARSONIST

Pacific Grove, California, population 18,000, is perched on a windy Pacific headland, and is known for its butterflies and its tenacious tectonism as the last dry town in the state until 1971.

It is a relatively peaceable town with a scarcity of big-city crimes like rape and murder. The police and fire departments have time to deliver a more personalized brand of service to citizens. When dealing with trouble, they tend to do what they think serves the purpose—even, it turns out, if it means bending news until it breaks into an outright lie.

Last fall, Fire Chief Don Gasperson was called by a man who said he had been hired to "torch" the belongings of a Pacific Grove woman. Gasperson and the informant met with a police sergeant, and from this session came a plan to catch the purported arson contractor by planting a phony fire story in the area daily, the Monterey Peninsula Herald.

A fake "fire drill" was held at the woman's house, and neighbors were told it was just a drill.

Gasperson, a veteran fireman whom reporters generally have found to be friendly, trustworthy and cooperative,

duly listed the "fire" among the legitimate fire calls the next day and provided details for a story, which in turn was duly printed by the unsuspecting paper.

Subsequently, Graves Cox was arrested and tried on a charge of trying to procure an arson. Just prior to the trial, a reporter noticed reference to a fictitious news story in Cox's court file and asked Gasperson about it. The chief called City Editor Earl Hofeldt to admit he had in fact planted a fake story to help build the case against Cox.

The phony story was used in evidence in the trial, in which Cox testified he tried to withdraw from the "contract" before the story ran. The defense claimed that Cox had been entrapped. The prosecutor replied by asking jurors to "weigh the danger of a (fake) story in the Herald against the danger of a real fire." It may be that they did; in any event, Cox was acquitted.

Perhaps the most unsettling aspect of all this was how law enforcers involved in the case reacted to the newspaper's objections at having been used to help trap a suspect. They were surprised. After all, how better to convince a man the deed

was done and force a payoff than to have him read the "facts" in the paper?

Actually, there was little at the trial to indicate the story was instrumental in the arrest.

A Herald editorial described the officials' attitude as one that "if they erred at all, it was not in lying to the local newspaper hut in failing to inform us of the lie."

Beyond that, they were puzzled at the Herald's indignation, as were some of the city fathers and residents. The mayor objected to what he called the editor's

"self-righteous and pious position." If the police and fire chiefs thought the Herald might have rejected the ploy if it had been known, added the editorial, "we rush to assure them that they are entirely correct."

"The Herald does not consciously print false news," it added. "We do not want our readers asking themselves the same skeptical question— is it legitimate or not?— when they consider a particular story in the product we deliver."

By MARCIA RASMUSSEN
Reprinted from The Quill.

CRIMINAL JUSTICE RESEARCH CENTER TO BEGIN AT JOHN JAY COLLEGE

President Donald H. Riddle of John Jay College of Criminal Justice has announced the establishment of a Criminal Justice Center which will complement the college's existing programs in the field of criminal justice education. The Center which is being sponsored by outside grants, is located at 448 West 56th Street

in midtown Manhattan, and will be devoted to the development of short-term projects and long-range programs in the fields of research, training and publications covering the entire criminal justice process.

Research addressing a variety of complex issues affecting the police, the criminal courts, correctional institutions and juvenile delinquency is being proposed. Already underway is an eighteen-month research project with the primary objective of developing an anti-corruption management program for police administrators throughout the United States.

Dr. Joseph L. Peterson has been named Acting Director of the Center for the coming year. Dr. Peterson, who was formerly with the National Institute of Law Enforcement and Criminal Justice in Washington, D.C. holds his doctorate in criminology from the University of California at Berkeley. He is the author of *Utilization of Criminalistics Services by the Police*, a monograph published by the Law Enforcement Assistance Administration, and editor of a book of readings entitled *Forensic Science: Scientific Investigation in Criminal Justice*, to be published by AMS Press.

BRITISH CHIEFS TOUR U.S., SHARE IDEAS

The U.S. and Canada recently welcomed five senior British police officers who gave a series of lectures and participated in seminars under the general heading of "Comparative Police Systems—the British Experience." They were Mr. John Alderson, Chief Constable, Devon and Cornwall Constabulary; Chief Superintendent Thomas Hodgson (Metro); Chief Supt. Keith Hunter, Commandant, Sandgate District Training Center; Chief Supt. Des O'Brien, Assistant Director of the Overseas Command Course at Bramshill; and Chief Inspector Mike Carter, Department of Management Studies at Bramshill.

The British officers visited some 28 different places where they lectured to police officers, undergraduate and graduate criminal justice students, high-ranking officers of local police agencies, and American Army officers.

They were particularly interested in our systems and techniques of higher training for police officers and in the inter-disciplinary criminal justice degree courses offered by our universities. They plan to adopt and modify some of these concepts for use in Great Britain.

FORENSIC SCIENCE

Scientific Investigation in Criminal Justice

edited by Joseph L. Peterson, John Jay College of Criminal Justice

Forensic science, the application of science and technology to law, is emerging rapidly as one of the exciting professions involved in the administration of criminal justice. Criminalistics, one discipline within the field of forensic science, is primarily directed toward the recognition, identification, and individualization of physical evidence. In this book Professor Peterson, who was associated with the Law Enforcement Assistance Administration examines the philosophical foundation of forensic science and traces the increasingly sophisticated use of science in helping to resolve legal issues.

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PARADIGMS OF POLICE COMMUNITY: A NEW CRITIQUE OF LEGAL ORDER

By William C. Louthan
Ohio Wesleyan University

Reprinted from *Public Administration Review*.

The Police Community: Dimensions of an Occupational Subculture. By Jack Goldsmith and Sharon Goldsmith. Pacific Palisades, California: Palisades Publishers. 1974. Pp. 288.

Police-Community Action: A Program for Change in Police-Community Behavior Patterns. By Terry Eisenberg, Robert H. Fosen, and Albert S. Glickman. New York: Praeger Publishers. 1973. Pp. 214.

The Politics of Law Enforcement. By Alan Edward Bent. Lexington, Massachusetts: Lexington Books, D.C. Heath and Company. 1974. Pp. 203.

Urban Police Patrol Analysis. By Richard C. Larson. Cambridge, Massachusetts: MIT Press. 1972. Pp. 289.

Public administrators program it while various sources (from local residents to the federal government) fund it. Sociologists model it while minority groups distrust it. Political scientists paradigm it while police chiefs damn it. But PCR (the police-community relations movement), like Churchill's riddle, has remained until recently a mystery inside an enigma. Indeed, the entire, tired critique of legal order until recently has remained mired in protracted, past indictments of unqualified personnel, abuse of authority, and corruption. Now, however, the social scientist's answer to the question, "Brother, can you paradigm?"¹ is an enthusiastic and resounding "Yes." Not only can he and does he paradigm PCRs, but he has also developed a new critique of legal order which emphasizes the unwarranted discretion exercised by police in performance of the law enforcement function and the resulting lack of accountability which is, allegedly, further exacerbated by increasing police politicization. In this article, I will review four new books which, taken together, constitute a new critique of legal order.

The concept of the police community is not new. At least as far back as 1962, Edmund Cahn advocated a "consumer perspective" on American criminal justice which would emphasize the criminal defendant's perceptions of all police community participants, e.g., civilians, police, prosecutors, judges, etc.² This

consumer perspective was recently reintroduced by Jonathan D. Casper,³ and the critical understanding of the relationships among the agencies of the police community has been expanded even more recently in this reviewer's article in the Autumn 1974 issue of the *Policy Studies Journal*.⁴ Still, prior to the publication of the four titles under review here, "police-community relations" (a commonly but loosely employed concept) had little univocal meaning. None of these volumes, standing alone, produces such a meaning, but collectively they come surprisingly close.

The Goldsmiths produce the most precise yet broadly encompassing paradigm. Adopting the "occupational subculture" of the police as their unit of analysis, they successfully organize otherwise disparate criminal justice articles around a paradigm of the police community consisting of four quadrants: (1) the occupational quadrant examines uniquely job-related factors that influence the police community (e.g., tensions produced by the generally incompatible demands of legality and efficiency); (2) the psychological quadrant examines police personality development and identity (e.g., roots of the police mentality in peer group socialization); (3) the political quadrant examines the relationship between police and the polity (e.g., professionalization and politicization of the police and the impact of these forces on accountability); and (4) the social quadrant examines subcultural norms and police solidarity (e.g., socialization into police roles and impact on lifestyles). The three recurring themes evident in each quadrant of this paradigm (recruit socialization, discretion, and lack of accountability) are common elements in the new critique of legal order (pp. 2-8).

Eisenberg et al. narrow the focus somewhat in their report of a two-year (1968-70) police-community relations program entitled Project PACE (Police and Community Enterprise) conducted in San Francisco. The original premise of project PACE was based on work done by the American Institutes of Research in the context of troop-community relations overseas. Beginning with the belief that several significant analogies exist between cross-cultural and subcultural relations, the authors attempted to apply a troop-relations model to the police-community relations context (pp. 3-4). PACE consisted of three components. First, in an

attempt to avoid the difficulties of previous programs, a thorough review of the literature was followed by a series of attitude surveys designed to assess the feelings of police toward civilians and civilians toward police. Second, educational materials were developed based on the analysis of attitudes of both police and civilians. Third, a variety of both individual and group action programs were implemented. The authors conclude their report with the judgment that PACE achieved modest but real results and avoided previous pitfalls by utilizing the myth-shattering educational materials generated by the surveys (pp. 5, 85).

Specifically, Eisenberg et al. conclude that: (1) an effective police-community relations program cannot be performed by a law enforcement agency or assumed by a PCR unit within a police department; (2) an effective program cannot be achieved with "recreation efforts for youth, a few community meetings . . . , or fancy blue blazers" (p.93); (3) a successful program can be achieved if it includes a research mission (identifying problems between police and other segments of the community), a skill-training mission (emphasizing emotional conditioning), a city agency assistance mission (encouraging non-police agencies to deliver services more efficiently based on diagnostic information provided by a citizen complaint mechanism), a minority recruitment mission, a citizens complaint research mission (analyzing sustained complaints as a management tool), and a civilian education mission (public relations programming not only to correct civilian misconceptions of police role but to inform all segments of the community of the availability of other city services) (pp. 91-92). This report on Project PACE is a capstone to the police-community relations literature of the late 1960s and has inspired continuing investigation.⁵

Alan Edward Bent's paradigm shifts our attention to organizational conflict and power utilizing the police as instruments of analysis. Bent's objective is to explain police interest in obtaining power individually (perceived by their strategies to grasp and consolidate personal power positions within the police bureaucracy) and collectively (measured by the degree of discretionary authority and freedom from external controls). This struggle for power is conceptualized as a determinant of the conflict between the police bureaucracy and other environmental forces and agencies. The roots of police behavior are identified through analyses of screening, selection, and socialization processes (pp. 15-39). The manifestations of police behavior are identified in terms of community relations programs perceived as street-level, "grassroots" politics in hostile environments, studied comparatively for three cities (pp. 41-62). The impact of police behavior is analyzed within a framework which posits the discretion/accountability nexus as the chief contributor to a large capacity for anti-democratic behavior (pp. 63-87). In the end, the police-community (or better yet, the police bureaucracy-polity) relationship is discussed in terms of democratic theory (pp. 89-108).

Richard C. Larson gives us not so much a paradigm of the police community as a model for allocating urban pat-

forces. (It might be noted here that this matter of improving police technology and efficiency techniques constitutes the one area where the authors of the other three books agree on whether improvement in police-community relations is at all likely.) Larson's book, in short, is a masterpiece of probabilistic reasoning designed to provide the technical assistance which the President's Commission on Law Enforcement and the Administration of Justice found lacking in 1967 (p. 40). Like the other volumes reviewed here, it identifies fragmentation (among personnel and agencies) as a principal problem of criminal justice policy and advocates "togetherness" (in this case, the union of two historically separate groups—agency administrators and quantitatively trained experts). Although chapters 3-8 are written for a technical audience with a background in calculus, the first two chapters can be read with benefit by the nontechnical student of criminal justice policy. Chapter 1 describes the police response system and the difficulties confronted in processing calls for service. Chapter 2 applies the techniques of chapters 3-8 to Simtown, a hypothetical city of 200,000 population, emphasizing dispatch operations.

The first indictment in the new critique of legal order is the allegation that unwarranted discretion characterizes the law enforcement function. This indictment elaborates on an observation first made in the mid-1960s by Skolnick and Wilson⁶ and recently summarized by Peter K. Manning:

(T)he policeman must exercise discretion in matters involving life and death, honor and dishonor, and he must do so in an environment that he perceives as threatening, dangerous, hostile and volatile. He sees his efficiency constrained by the law and by the police organization. Yet, he must effectively manage "disorder" in a variety of unspecified ways, through methods usually learned and practiced on the job. As a result of these conditions, the policeman, in enforcing his conception of order, often violates the rights of citizens.

Both Bent and the articles assembled by the Goldsmiths identify the determinants of this discretionary behavior as: (1) the police selection process; i.e., the policeman brings a disposition toward discretionary behavior with him to his job and is "selected" because the screening process produces "compatible" types (Bent pp. 15-18; Goldsmiths, pp. 5, 101-121); (2) the occupational environment, i.e., the "production ethic" creates "clearance rate pressures" encouraging if not necessitating discretionary behavior as "disciplinary" and "avenger" (Bent, pp. 19-28; Goldsmiths, pp. 3-4, 63-83); and (3) the peer group socialization and reinforcement process, i.e., fraternalism and police solidarity results in a "code of silence" which reduces the likelihood of (and in the end prohibits) "squealing" on a brother officer's discretionary conduct (Bent, pp. 36-37; Goldsmiths, pp. 122-143).

Police discretion, as the first indictment in the new critique, bears a theoretical relationship to the second, the lack of accountability. It might be put this way. The police have a difficult job, some would say an impossible task to exercise sufficient power to play their law enforcement role effectively wide at the

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NEW MONOGRAPH SERIES FOCUSES ON CRIMINAL JUSTICE ISSUES

The monograph series published by the University of Oklahoma Bureau of Government Research includes eleven items stemming from the recently completed police assaults study conducted at the University.

The series is devoted to criminal justice issues, policy analysis, justice administration, and criminal behavior. The 11 initial monographs, published in June, 1974, comprehensively treat most facets of the police assaults problem in the United States, ranging from theoretical perspectives to empirical models to individual case studies.

The project, which was funded by the U.S. Department of Justice, Law Enforcement Assistance Administration, and the National Institute of Law Enforcement and Criminal Justice, is the result of 20 months of research by the University of Oklahoma Police Assaults Study Staff, representing the fields of police science, criminology, political science, philosophy, public administration, psychology, and sociology. Information on receiving the monograph series can be obtained by writing to the Bureau of Government Research, University of Oklahoma, Norman, Oklahoma 73069.

PARADIGMS OF POLICE COMMUNITY

Continued from Page 11
same time restraining themselves in order to avoid abusing democratic principles (Bent, p. x). And while other occupations also have impossible tasks, most such other occupations also have somehow managed to construct mandates in terms of their own visions of the world. The policeman's mandate, however, is defined not in his own terms but in terms accepted by his publics, at least formally.⁸ Hence, to him, discretionary policing is essential to the performance of his task. Theoretical difficulty arises, however, because discretionary policing vitiates existing accountability procedures (Bent, pp. 63-76), and complicating the matter further is the fact that the police bureaucracy has an attribute few other organizations share, namely, discretionary conduct increases as one moves down the

hierarchy (Goldsmiths, p. 4). Bent concludes that the city-manager plan is not usually suited to large urban areas where problems of low accountability are more acute (p. 66).

Finally, a third indictment common to the new critique of legal order is the allegation that the relatively recent politicization of the police (primarily in the form of police union activities) has "countervailing attributes" in "vitiating existing accountability measures and mechanisms" (Bent, p. x). More specifically, it is alleged that police unionism produces a "common front of occupational bias" which has effectively maintained police autonomy at all levels of government (Bent, p. 87). Police politicization is said to have four explicit dimensions: (1) the policeman, as law enforcement officer, personifies local govern-

ment and plays a critical role as linkage actor between the citizen and the polity; (2) the policeman, as citizen, has a mental set or electoral predisposition (i.e., "ideology") regarding the objects of the criminal justice system specifically and the commitment to democracy generally; (3) the policeman, as "economic man," participates in group activity (ranging from benevolent associations to trade union affiliates) interested in achieving objectives both within and outside official structures; and (4) the police bureaucracy, as a subsystem of the community's political system, affects and is affected by the dynamics of community power configurations (Goldsmiths, pp. 6, 175-233).

There are, of course, some items common to both the new and the old critique. For example, Bent (pp. 13, 29), the Goldsmiths (p. 176), and Eisenberg et

al. (p. 98) each indict our hypocritical society itself for attempting to purge its collective conscience by legislating rather than reforming with the result of producing myriad, absurd, and unenforceable laws. Herein rests the ancient notion that our conduct often differs from our moral attitude and that since we will not change our conduct laws remain unenforced. But since we will not sacrifice our morals, those same laws remain unenforced. This dilemma has been a concern of criminal justice students at least since identified by Thurman Arnold in 1935.⁹ There also remains from the old critique some lingering concern for abuse of authority and corruption. But all agree that removing the inequities of law enforcement and "intellectualizing" the police are impossible tasks so long as both the police bureaucracy and a majority of the population remain inured to a value structure which emphasizes order-stability and disavows the need for civilian control over the police. The prevalence of such a mutually reinforcing value structure is demonstrated in the extensive attitude surveys conducted by Bent and Eisenberg et al. But all also agree that a refined community relations program (such as Project PACE), although not a panacea, may nevertheless succeed in "mobilizing the interests of the moderates . . . on behalf of change" (Bent, p. 108) and result in "the reclamation of the lost middle ground necessary for the de-escalation of antagonisms . . ." (Eisenberg et al., p. 3).

NOTES

1. Jack L. Walker, "Brother, Can You Paradigm?" PS Vol. 5, No. 4 (Fall 1972), p. 419. The caveat must be entered here however that the term paradigm has several meanings. Thomas Kuhn in his famous essay on *The Structure of Scientific Revolutions* admits that he uses the term paradigm in 22 different ways in that essay alone.
2. Edmund Cohn, *The Predicament of Democratic Man* (New York: Dell Publishing Co., 1962), p. 30.
3. Jonathan D. Casper, *American Criminal Justice: The Defendat's Perspective* (Englewood Cliffs, N.J.: Prentice-Hall, 1972), p. 3.
4. William C. Louthan, "Relationships Among Police, Court, and Correctional Agencies," *Policy Studies Journal*, Vol. 3, No. 1. (August 1974), pp. 30-37.
5. A listing of PCR programs is included in Deborah Johnson and Robert J. Gregory, "Police-Community Relations in the United States: A Review of Recent Literature and Projects," *The Journal of Criminal Law, Criminology, and Police Science*, Vol. 62. (March 1971), pp. 94-103. A concise history of PCRs appears in Gary A. Kreps and Jack W. Weller, "The Police-Community Relations Movement," *American Behavioral Scientist*, Vol. 16 (January/February 1973), pp. 402-412.
6. Jerome Skolnick, *Justice Without Trial* (New York: John Wiley and Sons, 1966); James Q. Wilson, *Varieties of Police Behavior* (Cambridge: Harvard University Press, 1968).
7. Peter K. Manning, "The Police: Mandate, Strategies and Appearances," in Jack D. Douglas (ed.), *Crime and Justice in America* (Indianapolis: Bobbs-Merrill, 1971), pp. 162-163.
8. Ibid., p. 157.
9. Thurman Arnold, *The Symbols of Government* (New York: Harcourt, Brace, and World, 1935).

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